

**Joint Legislative Audit and Review Commission
of the Virginia General Assembly**



Review of Workforce Training in Virginia

**Staff Briefing
November 19, 2002**

Introduction

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Presentation Outline

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- ☒ **Study Overview and Summary of Findings**
- ☐ **Background on the Workforce Investment Act (WIA)**
- ☐ **State Organization and Funding of Workforce Training Programs**
- ☐ **Local Implementation of One-Stop Service Delivery Systems**
- ☐ **Local Implementation and Performance of the WIA Programs**
- ☐ **Administration of the WIA by the Virginia Employment Commission**
- ☐ **State Governance of the Workforce Investment Act**
- ☐ **Conclusion**

Study Mandate

- Based on the authority provided through Sections 30-56 to 30-63 of the *Code of Virginia*, the Commission directed JLARC staff to conduct a review of workforce training in Virginia.
- Item 130 E.2 of the 2002-2004 Appropriation Act directs JLARC to review the administration of the Workforce Investment Act by the Virginia Employment Commission and whether responsibility should be transferred to another State agency.

Research Activities

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■ Structured interviews

- administrators at various agencies, such as the Virginia Employment Commission (VEC) and the Virginia Community College System (VCCS)
- the directors of each local workforce investment board
- Secretaries overseeing agencies with workforce training programs

■ Surveys

- workforce training program directors
- one-stop center operators
- local workforce investment board members
- Virginia Workforce Council members
- staff of the Virginia Employment Commission's Workforce Investment Act Division

Research Activities

(continued)

6

- **Site visits to nine local workforce investment areas**
 - attendance of local workforce investment board meetings in eight areas
 - file reviews of 438 participants in the WIA Adult and Dislocated Workers programs in seven areas
 - visits to one-stop centers
- **Document review**
 - *Code of Virginia*
 - Federal legislation
 - Budget documents
 - Federal, State, and local policies
- **Review of governance models in four other states**

Summary of Findings

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- There are 22 workforce training programs in Virginia administered by 10 State agencies in three Secretariats.
- There is no State-level coordination of these programs.
- There is a potential for duplication, as many programs have similar eligibility requirements and provide similar services.
- While the components of the one-stop service delivery systems are in place, a “seamless” system of workforce training has not been realized.
- Local workforce investment boards have had difficulty establishing the partnerships necessary to facilitate seamless service.
- The Virginia Employment Commission has not completed three of the eight activities mandated by the Workforce Investment Act, partly due to a lack of authority.

Summary of Findings

(continued)

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- **Neither the Virginia Employment Commission, nor any other existing State agency, has the authority to develop a coordinated, statewide system of workforce training.**
- **The State should establish a new governance structure through the following actions:**
 - **Consolidate workforce training programs within a new State agency that replaces the Virginia Employment Commission. This agency should also include other functions currently being completed by the VEC, such as administering Unemployment Insurance and compiling Labor Market Information. The role of this agency would be to administer workforce training programs and administer the one-stop service delivery system.**
 - **Assign independent staff to the Virginia Workforce Council through the Governor's office, the office of the Secretary of Commerce and Trade, or through a public-private partnership. The role of the Council and its staff would be to monitor the system and address policy issues and strategic planning.**

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The Workforce Investment Act (WIA)

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- In 1998, the President signed into law the Workforce Investment Act (WIA), which replaced the Job Training Partnership Act (JTPA) of 1982.
- The purpose of WIA, as published in the *Federal Register*, August 2000:

To provide workforce investment activities that increase the employment, retention and earnings of participants, and increase occupational skill attainment by participants, which will improve the quality of the workforce, reduce welfare dependence, and enhance the productivity and competitiveness of the Nation's economy. These goals are achieved through the workforce investment system.

Workforce Investment Act (WIA)

(continued)

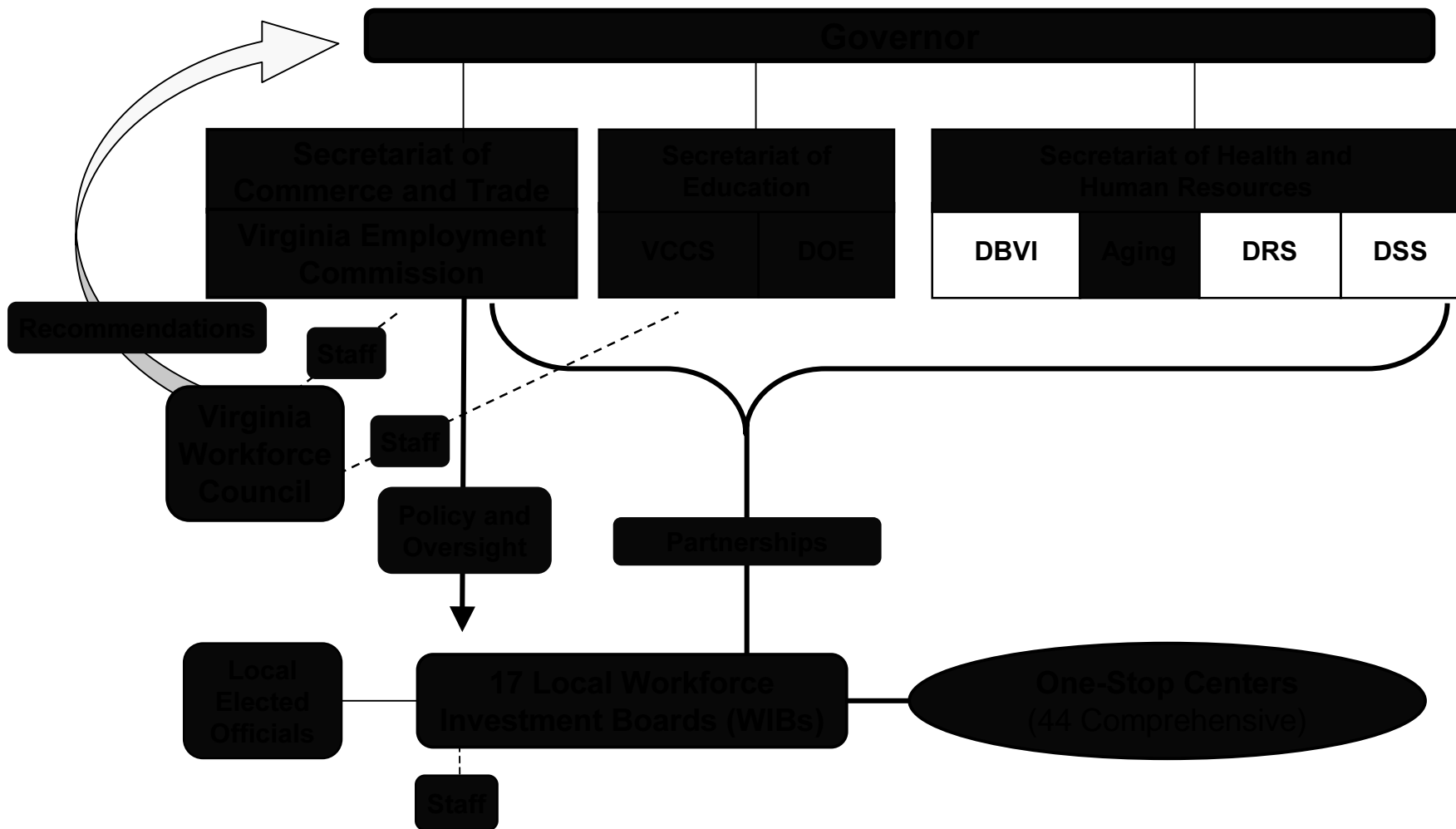
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■ The Workforce Investment Act:

- 1) authorized three funding streams to provide employment and training services to adults, dislocated workers, and youth.**
- 2) required the establishment of a “one-stop” service delivery system that consists of:**
 - a State lead agency,**
 - a State policy board,**
 - local workforce investment areas,**
 - local workforce investment boards,**
 - a comprehensive one-stop center in each area, and**
 - access to 17 federally funded programs at the comprehensive one-stop centers.**

Virginia's Current WIA Governance Model

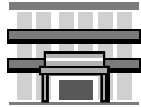
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One-Stop Center Concept

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Prior to WIA, customers had to go to multiple places to access employment and training services . . .



One-Stop Center Concept

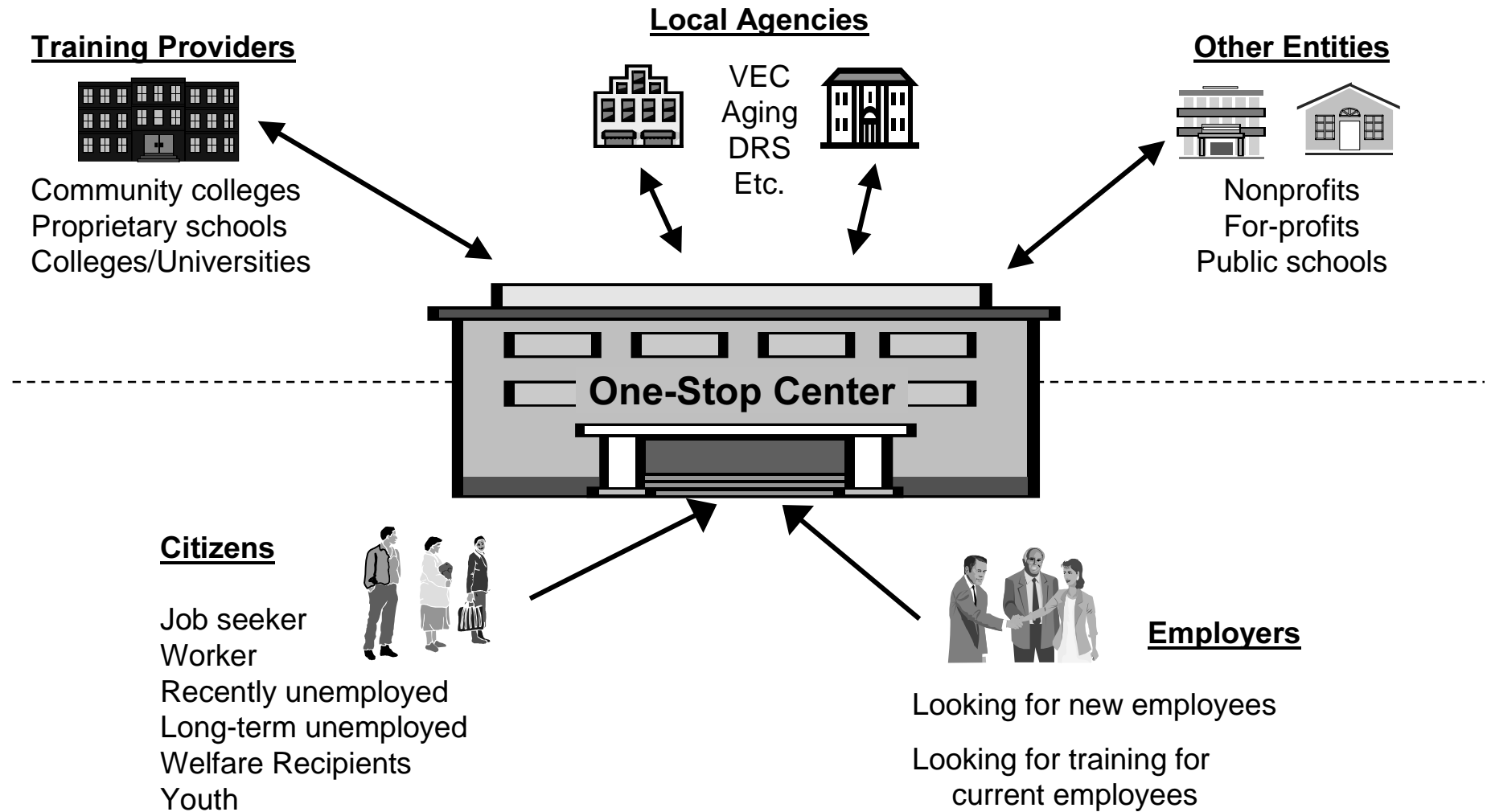
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The One-Stop Service Delivery Model under WIA consolidates access for the customer at one-stop centers . . .



One-Stop Centers

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17 WIA Mandated Partner Programs

16

State Administered Workforce Training Programs

1. WIA Adult Program
2. WIA Dislocated Worker Program
3. WIA Youth Program
4. Employment Service
5. Trade Adjustment Assistance Program
6. Employment and Training for Veterans
7. Post-Secondary Career and Technical Education
8. Adult Education and Family Literacy Program
9. Vocational Rehabilitation Services
10. Welfare-to-Work
11. Senior Community Service Employment Program

Supportive Services Programs

12. Unemployment Insurance
13. Community Service Block Grants
14. HUD Employment and Training Programs

Programs Not Administered by the State

15. Job Corps
16. Migrant and Seasonal Farmworker Employment and Training Services
17. Native American Employment and Training Program

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State-Administered Workforce Training Programs

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WIA Mandated Programs

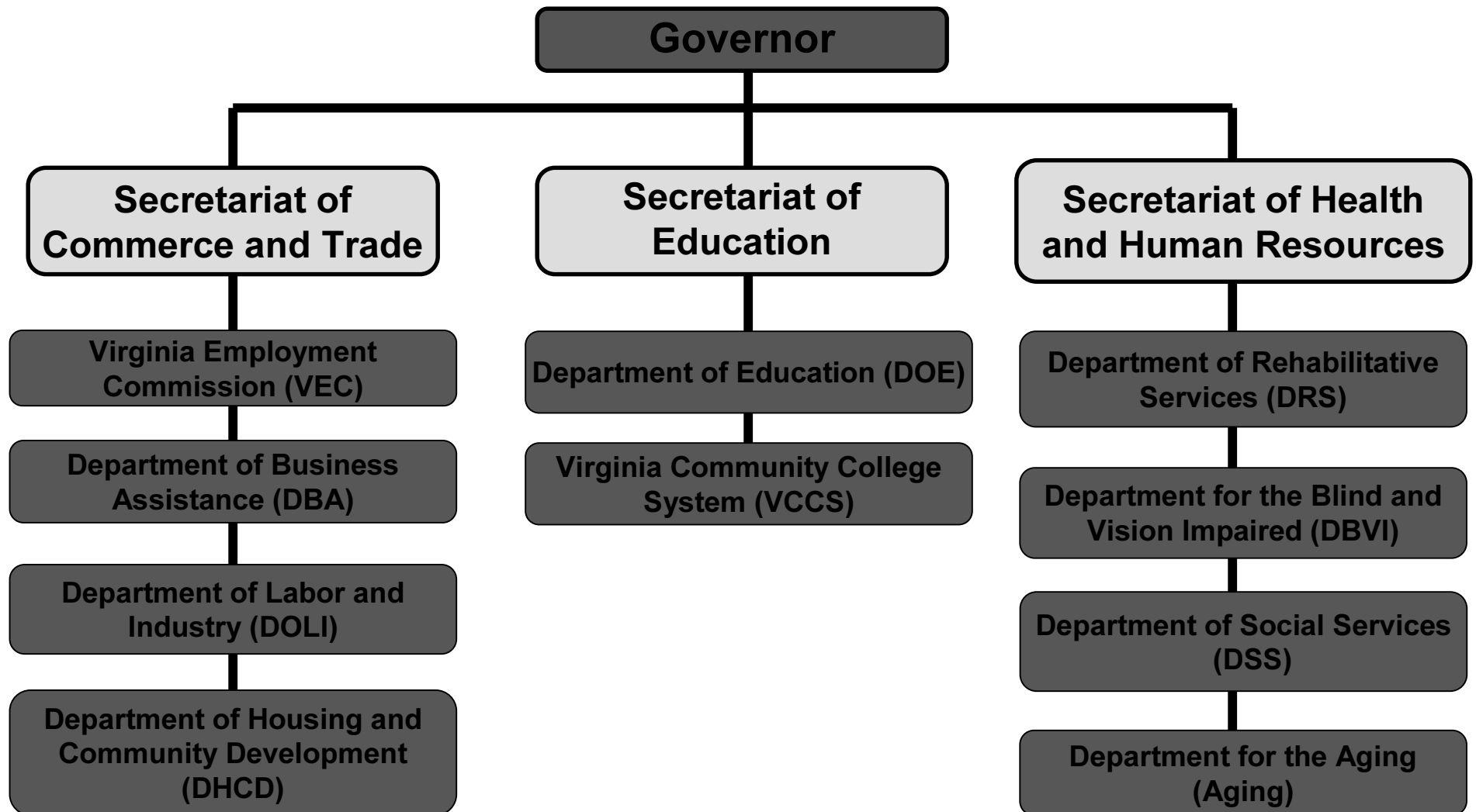
Other Programs

1. WIA Adult Program
2. WIA Dislocated Worker Program
3. WIA Youth Program
4. Employment Service
5. Trade Adjustment Assistance Program
6. Employment and Training for Veterans
7. Post-Secondary Career and Technical Education
8. Adult Education and Family Literacy Program
9. Vocational Rehabilitation Services
10. Welfare-to-Work
11. Senior Community Service Employment Program

12. Virginia Initiative for Employment Not Welfare
13. Economic and Employment Program for Disadvantaged Persons
14. Opportunity Knocks
15. Centers for Employment and Training
16. Food Stamp Employment and Training Program
17. Education for Independence
18. Occupational Adult and Career and Technical Education
19. Virginia Registered Apprenticeship Program
20. Workforce Services for Regional Competitiveness Partnerships
21. Workforce Development Services Program
22. Workforce Services

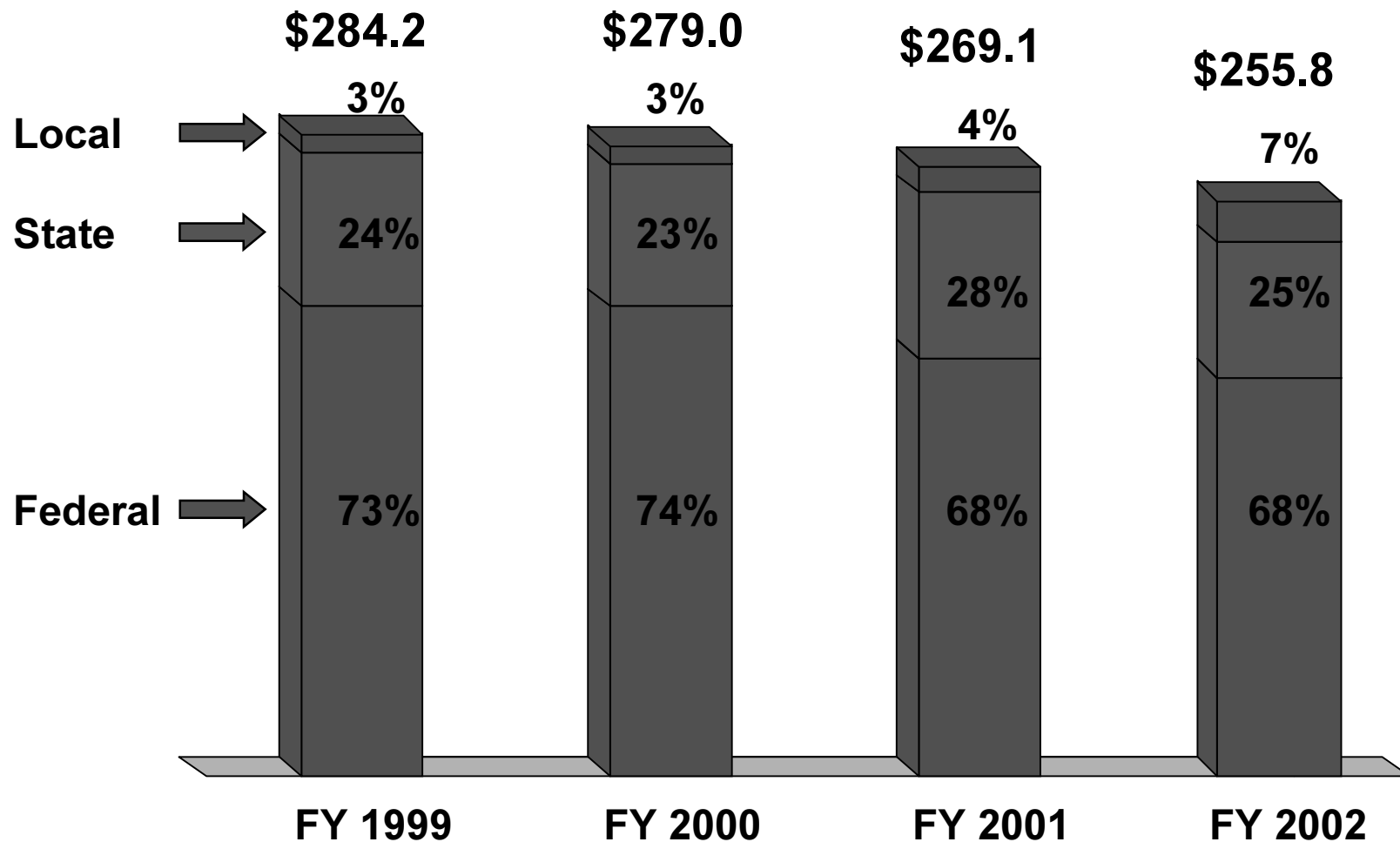
Organization of Agencies Administering Workforce Training Programs

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Funding of Workforce Training Programs (in millions)

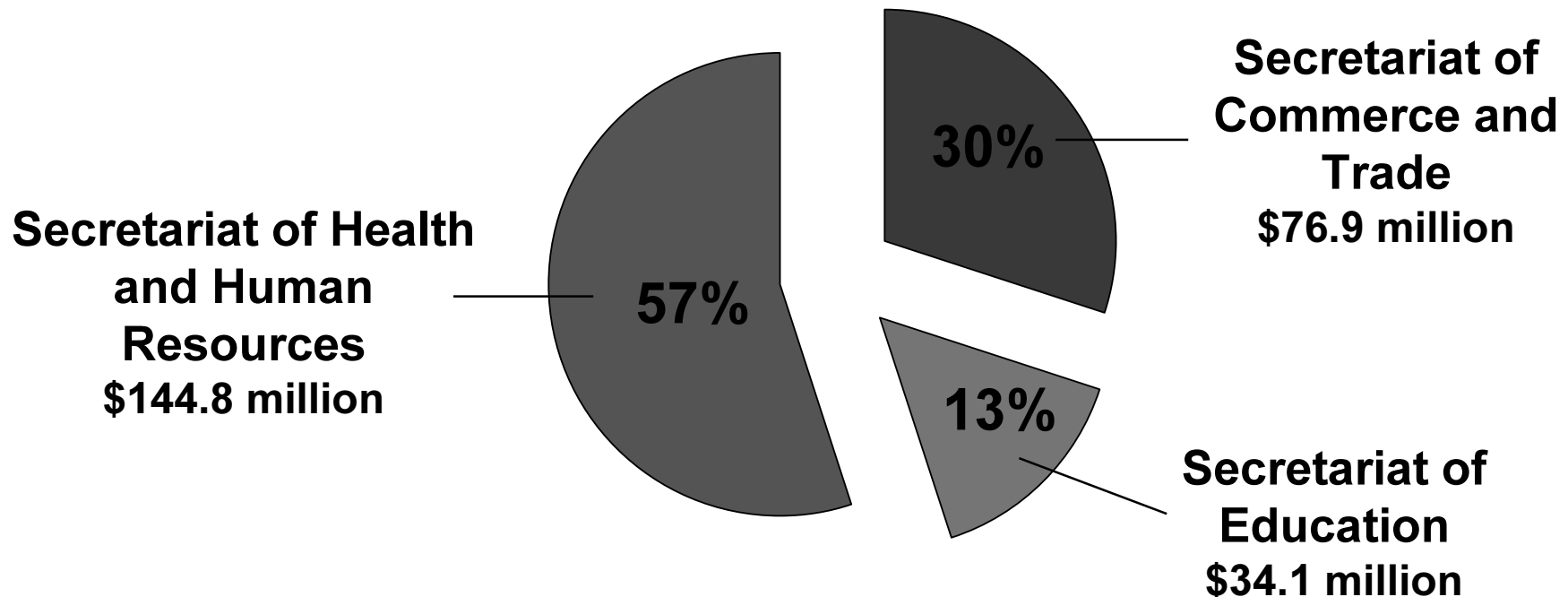
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Funding of Workforce Training Programs by Secretariat in FY 2002

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Total Funding = \$255.8 million

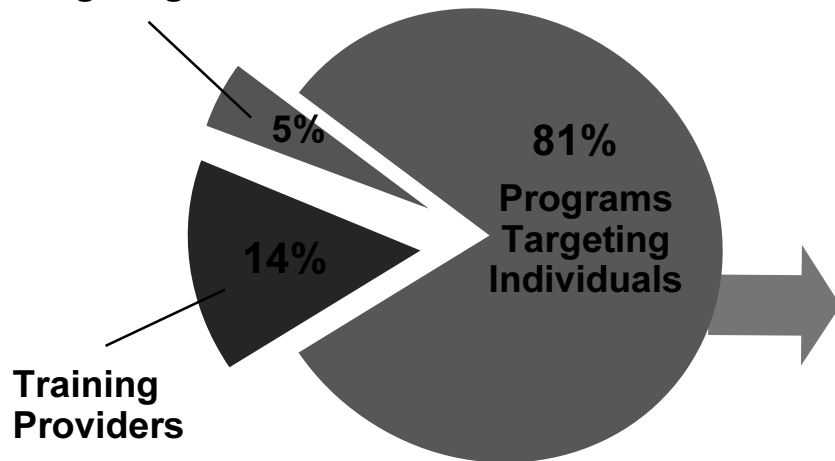


Allocation of Funds by Target Population

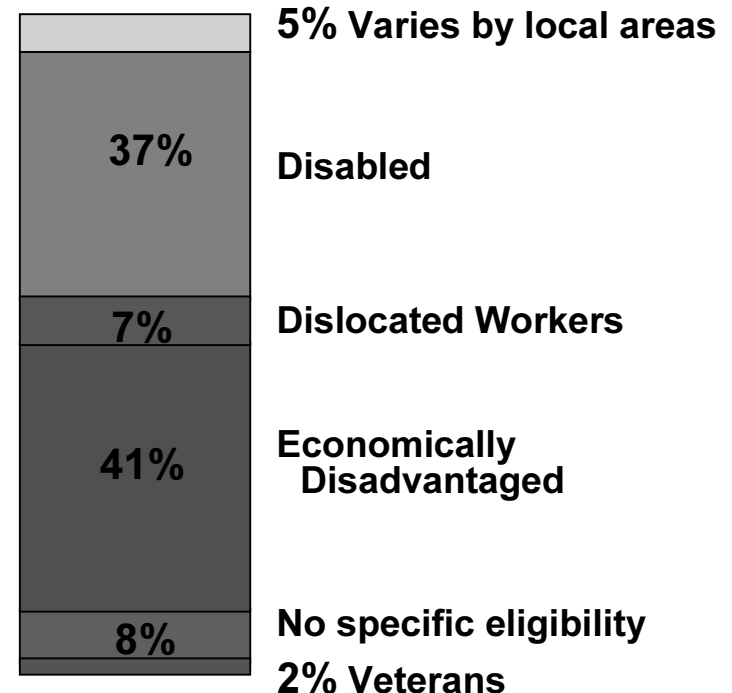
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Dollars Allocated to the 22 State-Administered Workforce Training Programs

Program Exclusively Targeting Businesses



Dollars Allocated to Programs Targeting Individuals



Potential for Duplication

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Highest Potential for Duplication		<u>FORMAL LOCAL COORDINATION</u>	
		Low	High (WIA Mandated Partners)
<u>OVERLAP</u>	High	Centers for Employment and Training Economic Employment Improvement Program for Disadvantaged Persons Education for Independence Food Stamp Employment and Training Program Opportunity Knocks Virginia Initiative for Employment not Welfare	Employment Service Senior Community Services Employment Program Trade Adjustment Assistance Veterans Employment and Training Welfare-to-Work WIA Adult Program WIA Youth Program WIA Dislocated Worker Program Vocational Rehabilitation Services
	Low	Workforce Development Services Workforce Services Virginia Registered Apprenticeship Program	Adult Education and Literacy Post-Secondary Career and Technical Education Occupational Adult and Career and Technical Education

Programs with Potential for Duplication Should be Mandated WIA Partners

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- Coordination between WIA and TANF-funded programs is currently being considered by Congress during re-authorization.
- Nationwide, 26 states already mandate that TANF-funded employment and training programs be mandated partners as defined by WIA.
- The Virginia Department of Social Services and the VEC support the partnership of non-mandated programs.
- The Governor required the Food Stamp Employment and Training program to be provided through one-stop centers in the *Summary of Budget Reduction Plans* released in October of 2002.
- Some local areas already have partnerships with these non-mandated programs.
- Coordination may result in increased efficiencies and enhanced service delivery.

Recommendation

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- **Employment and training programs funded through Temporary Assistance for Needy Families and the Education for Independence Program should be mandated to partner with the one-stop service delivery system as defined by the Workforce Investment Act. The Governor should make this declaration or the General Assembly should consider amending the *Code of Virginia* to reflect this mandated partnership.**

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One-Stop Service Delivery Systems

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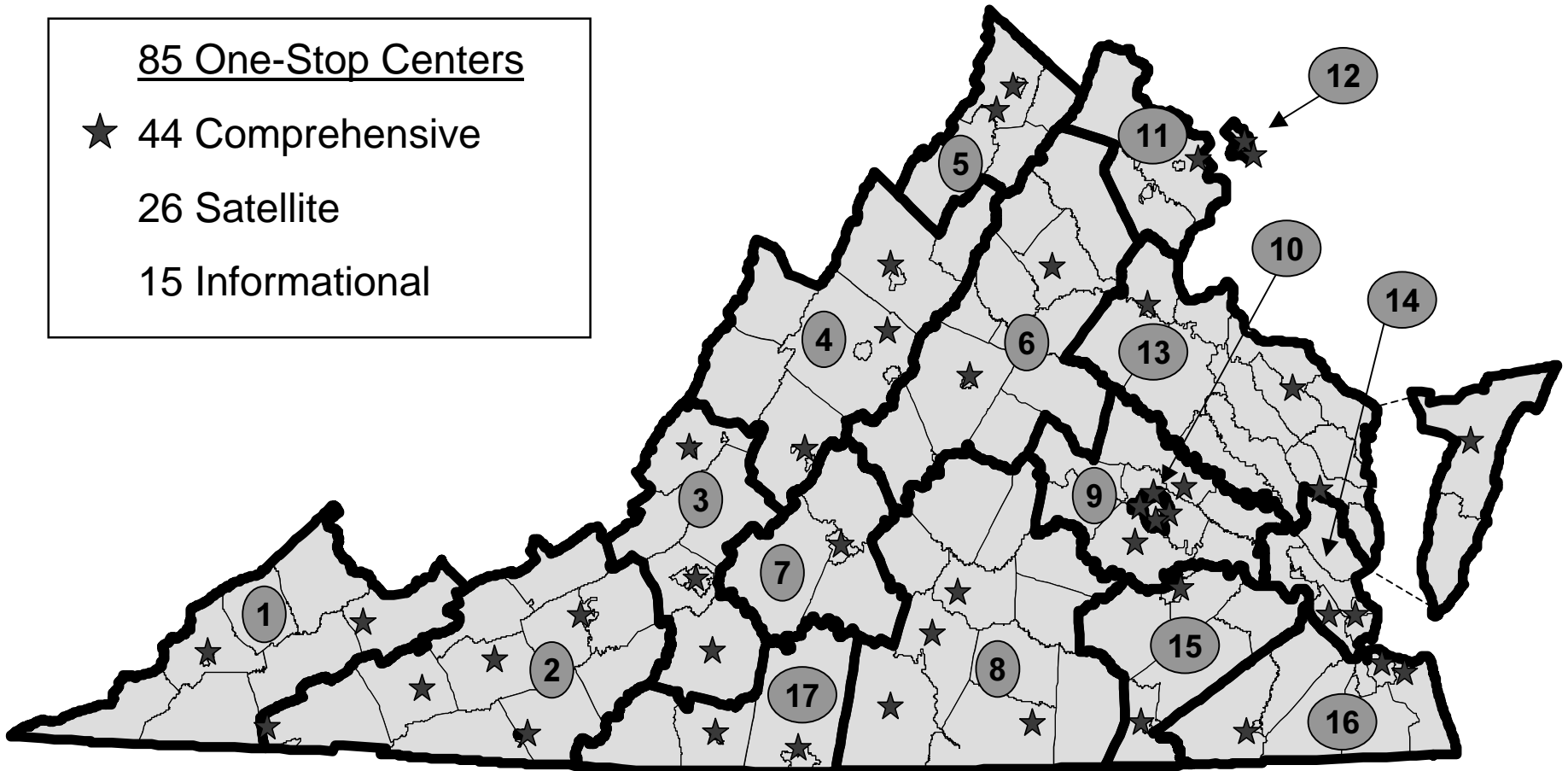
- **Local workforce investment boards (WIBs) are responsible for designating one-stop center operators, either through a competitive bidding process or by designating a “consortium operator.”**
- **A consortium operator is a group of three or more entities that administer WIA mandated workforce training programs.**
- **Local WIBs are also responsible for entering into formal Memoranda of Understanding (MOUs) with entities administering WIA mandated programs to detail how the programs will provide access to services and contribute to the one-stop service delivery system.**

One-Stop Centers

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85 One-Stop Centers

- ★ 44 Comprehensive
- 26 Satellite
- 15 Informational



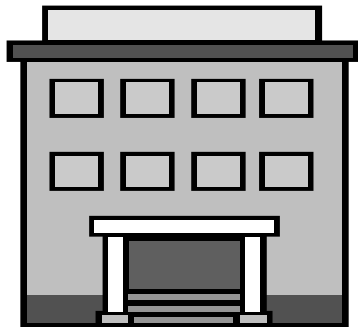
One-Stop Centers

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<u>Location of One-Stop Center</u>	<u>Comprehensive</u>	<u>Satellite</u>
Virginia Employment Commission Field Offices	28	5
Local Community Colleges	7	2
Sites Operated by Local Government Consortiums	6	3
Local Departments of Social Services	1	5
For-Profit Organizations	1	1
Nonprofit Organizations	1	10
Total	44	26

Services at Comprehensive One-Stop Centers

30



44
Comprehensive
One-Stop Centers

	Onsite staff*	Referral	No Access
Vocational Rehabilitation Program	30%	30%	41%
Welfare-to-Work	45%	20%	34%
Adult Education and Literacy Programs	45%	11%	43%
Veterans Programs	63%	9%	30%
Employment Service	79%		21%
WIA Adult Program	86%		14%
Dislocated Worker Program	88%		12%

* Full or part-time

Formal and Informal Partnerships

31

- **Partnerships between local WIBs and entities administering workforce training programs are necessary to facilitate effective coordination and service provision.**
- **Many local WIBs have experienced difficulty establishing formal or informal partnerships with mandated and non-mandated programs due to:**
 - **Lack of State-level coordination and accountability**
 - **Contradictions in different federal legislation**
 - **Lack of an integrated data management system**
 - **Area specific challenges, such as board member turnover, limited funding, and limited staffing**
 - **Philosophical shift from a “program” mentality to a “system” mentality**

Best Practices of Local Areas

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■ Service Delivery

- Teleconferencing between centers
- Expanded bus lines
- Evening hours

■ Assessing Workforce Needs

- Focus groups
- Partnerships with Chambers of Commerce
- Business education round tables

■ Leveraging Funds

- Grants for economic crises (such as National Emergency Grants)
- Other funding (such as local governments)
- Move towards attaining private funding through nonprofit organizations

Recommendation

33

- **Local workforce investment boards in Southwest Virginia (Area 1), New River/Mount Rogers (Area 2), Western Virginia (Area 3), Central Virginia (Area 7), South Central Virginia (Area 8), Crater Area (Area 15), and West Piedmont (Area 17) should apply for funding through the Virginia Tobacco Indemnification and Community Revitalization Commission.**

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Local Authority and Flexibility in Administering WIA Programs

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- **There are three programs authorized by the WIA: the Adult, Dislocated Worker, and Youth programs.**
- **The WIA gives local WIBs the authority to designate providers of the WIA programs.**
- **In addition, the WIA allows states and local WIBs considerable flexibility in administering these programs.**
- **Due to a “hands-off” approach to administration, the VEC transferred considerable flexibility to the local WIBs in implementing the WIA programs.**
- **As a result, eligibility, enrollment, services and exiting policies vary by local area.**

Eligibility Requirements for WIA Programs

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■ Adult program

- at least 18 years old,
- able to work in the U.S.,
- in compliance with Selective Service requirements, and
- in 12 local areas, low-income individuals receive priority of service.

■ Dislocated Worker program

- laid off or terminated, or
- received notification of a layoff or termination, or
- displaced homemaker.

■ Youth program

- low-income and
- ages 14 to 21.

Services Provided by the WIA Programs

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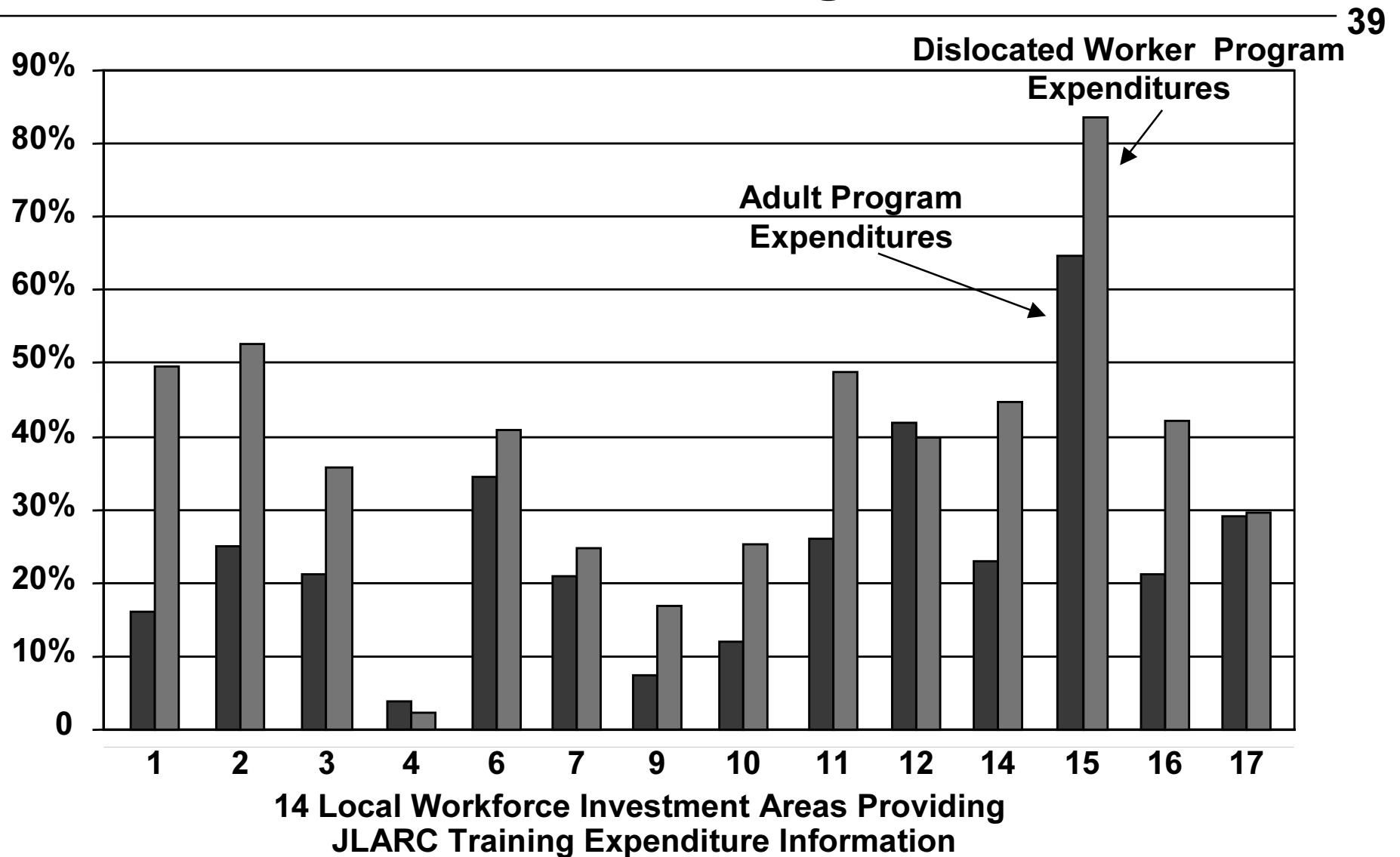
- The Adult and Dislocated Worker programs may provide the following services:
 - Core services: such as intake, orientation, job search assistance and provision of information.
 - Intensive services: such as counseling, skills assessment, career planning, and case management.
 - Training services: such as funding for occupational skills training or on-the-job training.
 - In addition, the programs may fund supportive services, such as child care and transportation.
- The Youth program offers ten different services, including paid work experience, tutoring, mentoring, and supportive services.

Funding for WIA Services

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- Local WIBs receive between \$500,000 and \$5 million to provide these WIA program services, to pay for board expenses, and to contribute to the one-stop service delivery system.
- The WIA legislation requires that WIBs spend their WIA funding within two years or it may be recaptured and used by the State.
- For the most part, boards expended the FY 2001 WIA funds in two years, although \$762,000 was recaptured by the State from six local WIBs in June of 2002.
- The VEC does not collect detailed expenditure data on whether WIA program funds were spent on training vouchers, supportive services payments, case workers, overhead, some WIB functions, etc.
- JLARC staff requested the amounts of WIA funding for the Adult and Dislocated Worker programs that were spent on training vouchers from local WIBs. Fourteen of the 17 WIB directors provided the information.

Percent of WIA Adult and Dislocated Worker Program Expenditures That Were for Training (FY 2001-2002)



Percent of Expenditure of WIA Adult and Dislocated Worker Funds Varies by Area

40

- **The percent of expenditures on training from the WIA Adult and Dislocated Worker program grants varies for several reasons:**
 - **Various record-keeping practices,**
 - **Participants may be attending training funded by other sources,**
 - **“Work first” or “training” philosophy or orientation of local WIBs, and**
 - **Readiness or willingness of participants to attend training.**

Recommendation

41

- **The Virginia Employment Commission should require fiscal agents of local workforce investment boards to provide detailed and consistent expenditure data, which should include expenditures on training vouchers and supportive services. These data should be reported to the Virginia Workforce Council at its quarterly meetings.**

Compliance with the Federal “Exiting” Policy

42

- **It appears that some WIA program providers may be out of compliance with the federal exiting policy, which is the policy by which participant cases are closed.**
 - **The federal policy states that participants should be exited after 90 days if they have not received services.**
 - **Local providers reported exiting policies that varied from 30 days to 180 days without receiving services.**
 - **Several case files reviewed revealed that there had been no contact with some participants for six months to a year, yet the cases had not been closed.**
 - **Exiting participants is important because participant outcomes are included in measuring the area's performance once a participant leaves a WIA program.**

Recommendation

43

- **The Virginia Employment Commission should clarify and monitor the policy for exiting participants from the WIA programs.**

Virginia Did Not Pass Five of the 17 Federal Performance Measures in FY 2001

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	<u>Adult</u>	<u>Dislocated Worker</u>	<u>Youth (Older)</u>
Entered Employment Rate	✓	✓	✓
Employment Retention Rate	✓	✓	✓
Earnings Change/Replacement	✓	✓	✓
Credential Rate	X	X	X

WIA Youth Program (Younger Youth)

Skill Attainment Rate	✓
Diploma or Equivalent (credential)	X
Retention Rate	X

Customer Satisfaction

Customer Satisfaction – Participants	✓
Customer Satisfaction – Employers	✓

Summary

✓ Virginia Passed 12 Measures

X Virginia Did Not Pass 5 Measures

Reasons for Not Passing Five Federal Performance Measures

45

- Four of the failed measures were related to the attainment of a credential. The VEC was unable to collect information regarding this measure due to an inadequate data management system. This problem has since been corrected.
- One of the failed measures was related to the retention rate of younger youth (ages 14-18). The Commissioner of VEC stated that this is an area that needs improvement.
- Virginia is “held harmless” for performance in FY 2001, the implementation year. Therefore, the Commonwealth cannot be sanctioned for the poor performance.
- Preliminary data suggest that performance improved in FY 2002. Final performance data will be available in December.

Performance Levels of Local Areas

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- 1. The VEC negotiates the State's expected level of performance for each measure with the U.S. Department of Labor.**
- 2. The VEC then negotiates the expected level of performance for each measure with each local workforce investment board. These measures are used to reward areas performing well and provide assistance to areas performing poorly.**
 - However, the current local performance levels are set such that the average of the local rates is lower than the State expected performance level.**
 - As a result, the federal government may fail the State on a measure, even though each of the local areas passes that measure.**

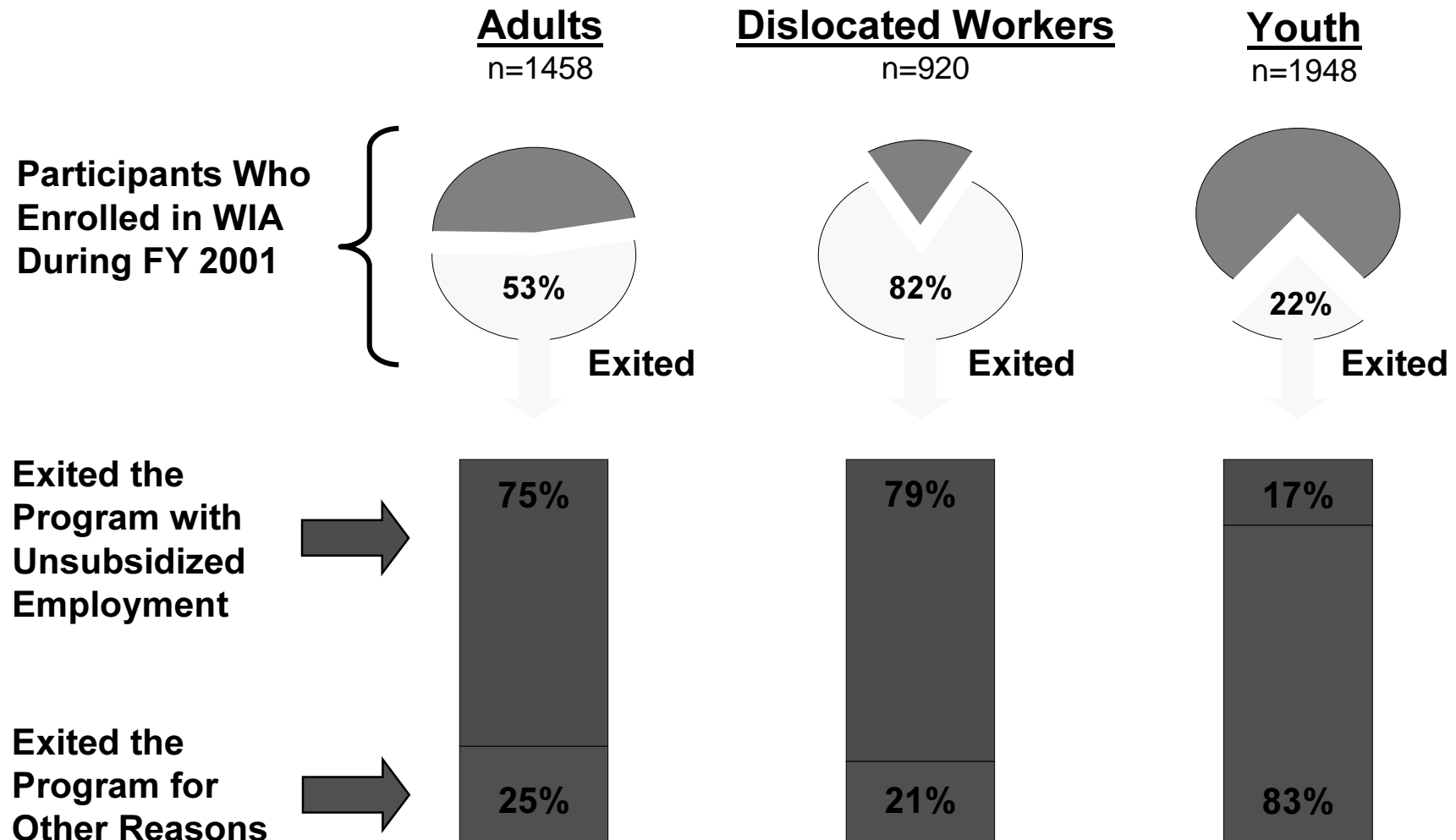
Recommendation

47

- **The Virginia Employment Commission should re-negotiate each of the local workforce investment areas' performance levels for the WIA Adult, Dislocated Worker, and Youth programs to ensure that the average of the local rates is at least equal to the rate negotiated for the State.**

Outcomes for WIA Participants who Enrolled During FY 2001

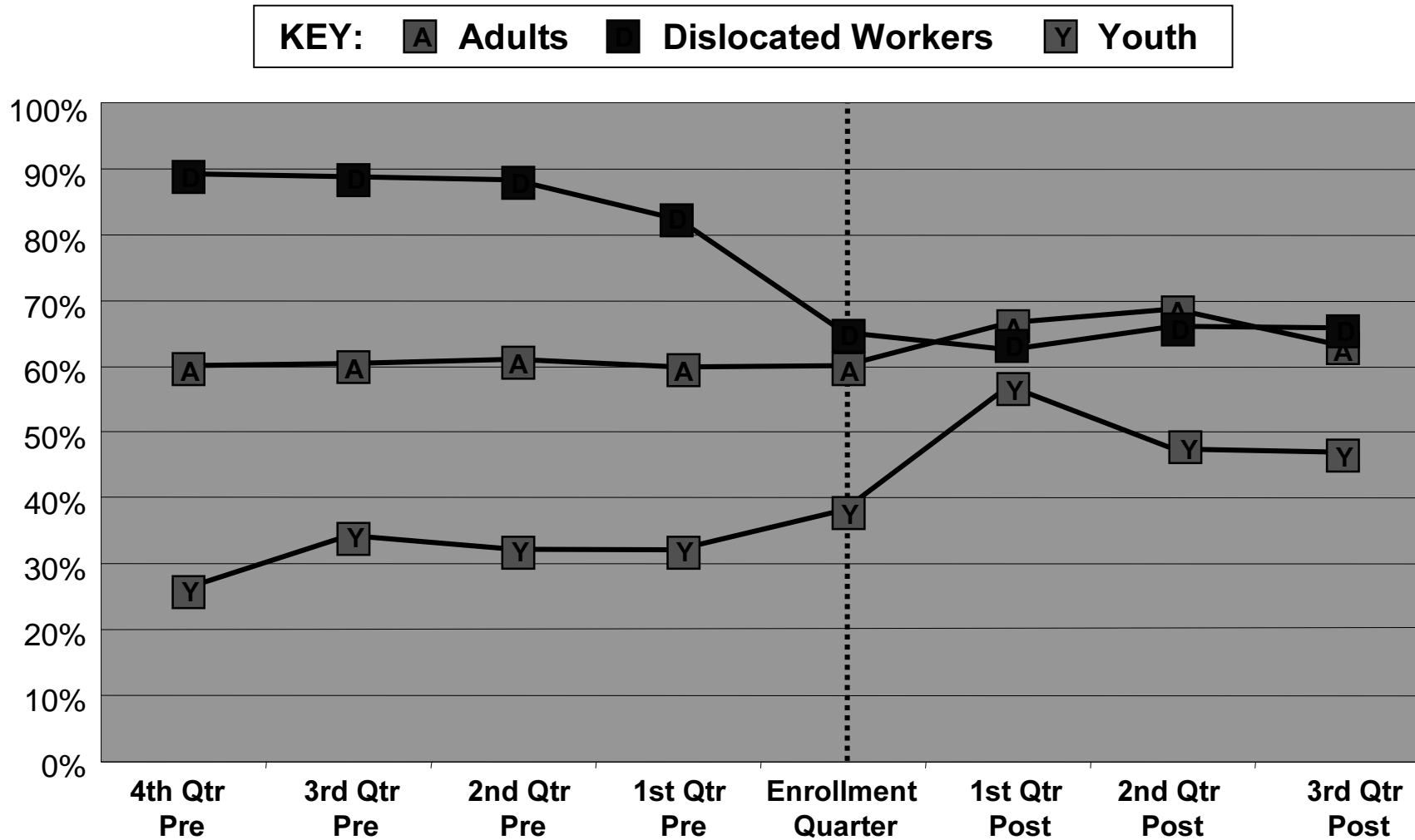
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Percent of Participants Receiving Some Earned Income

(Participants who Enrolled During FY 2001)

49

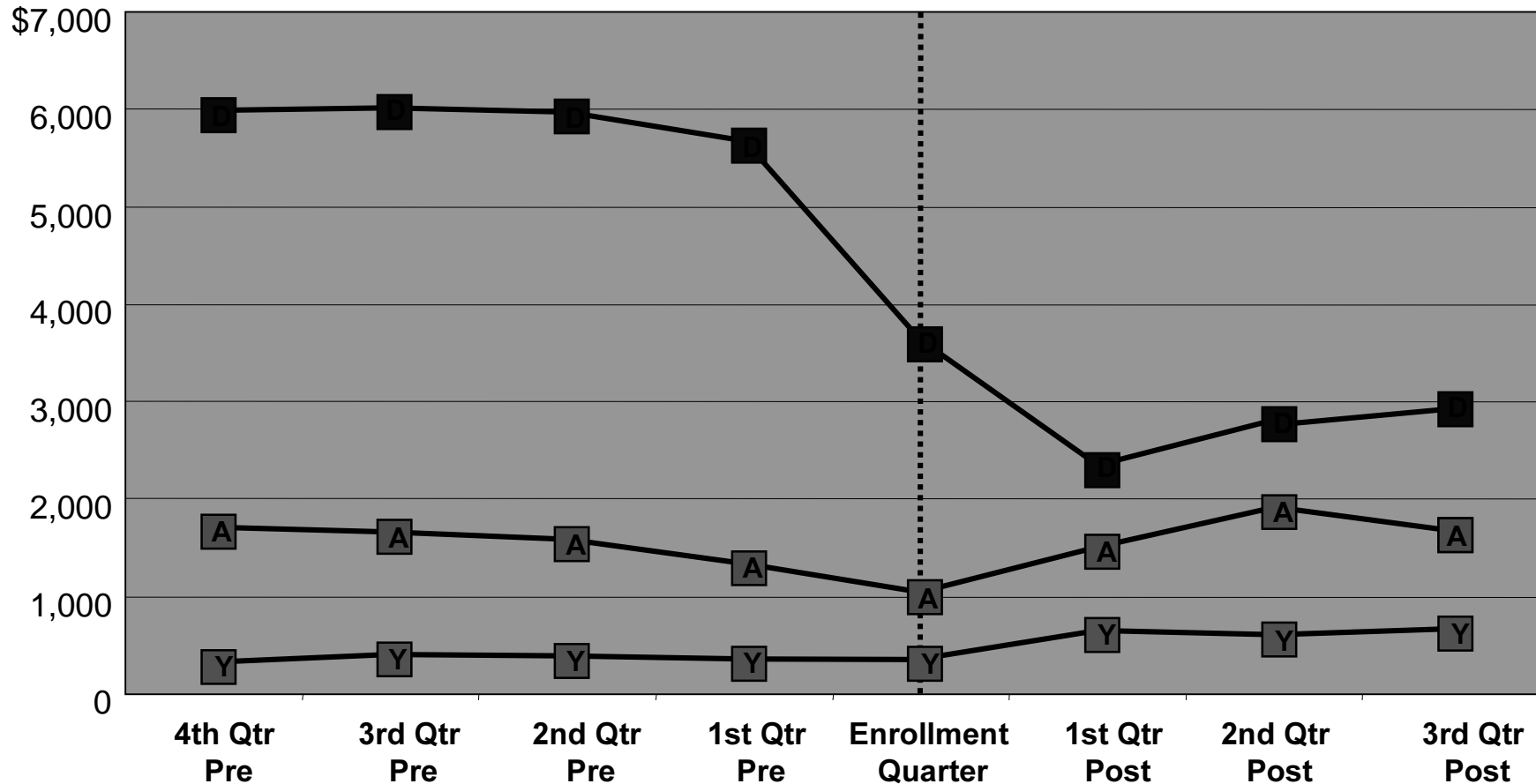


Average Quarterly Earned Income

(Participants who Enrolled During FY 2001)

50

KEY: **A** Adults **D** Dislocated Workers **Y** Youth

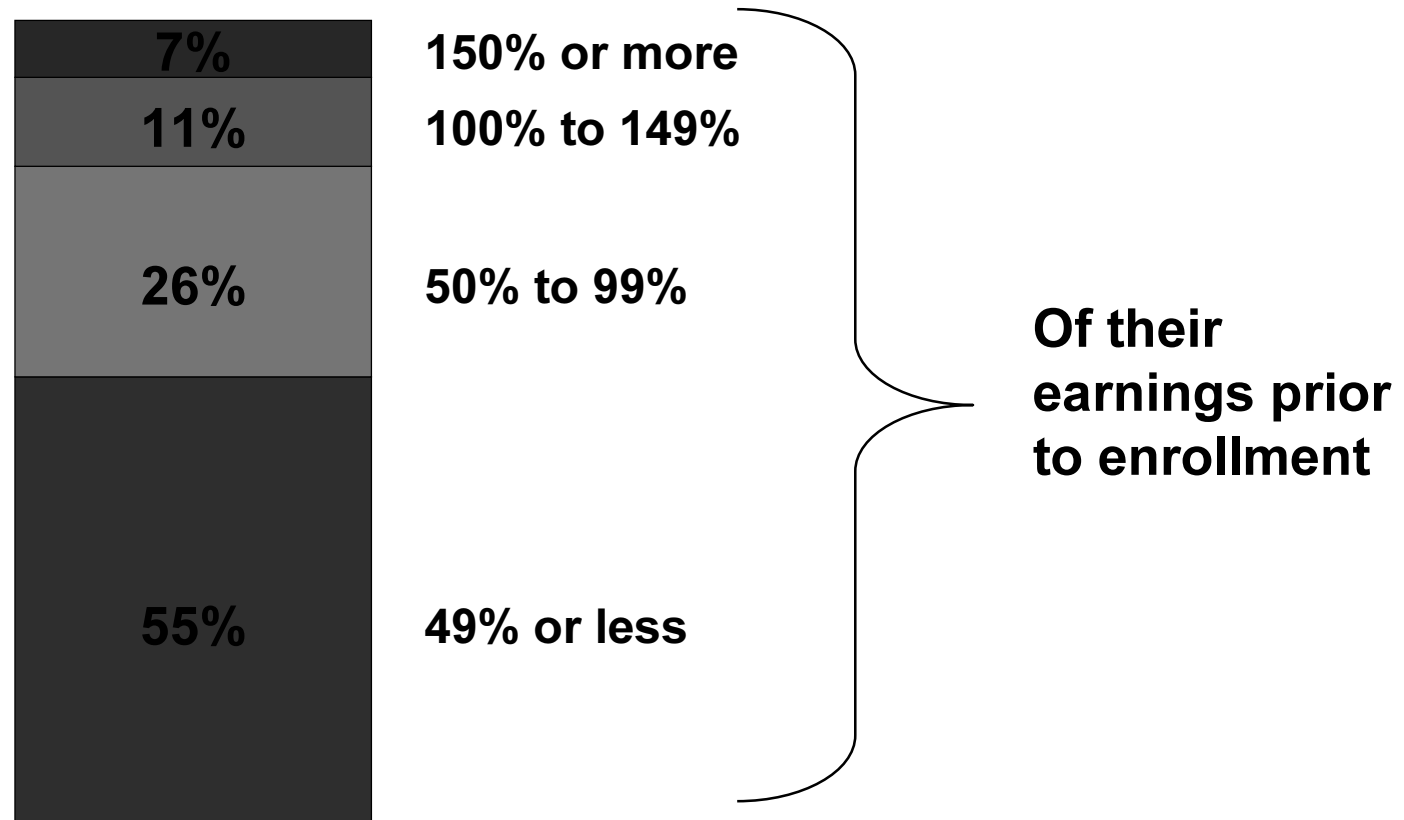


Ability of Dislocated Worker Participants to Replace Wages

(Participants who Enrolled During FY 2001)

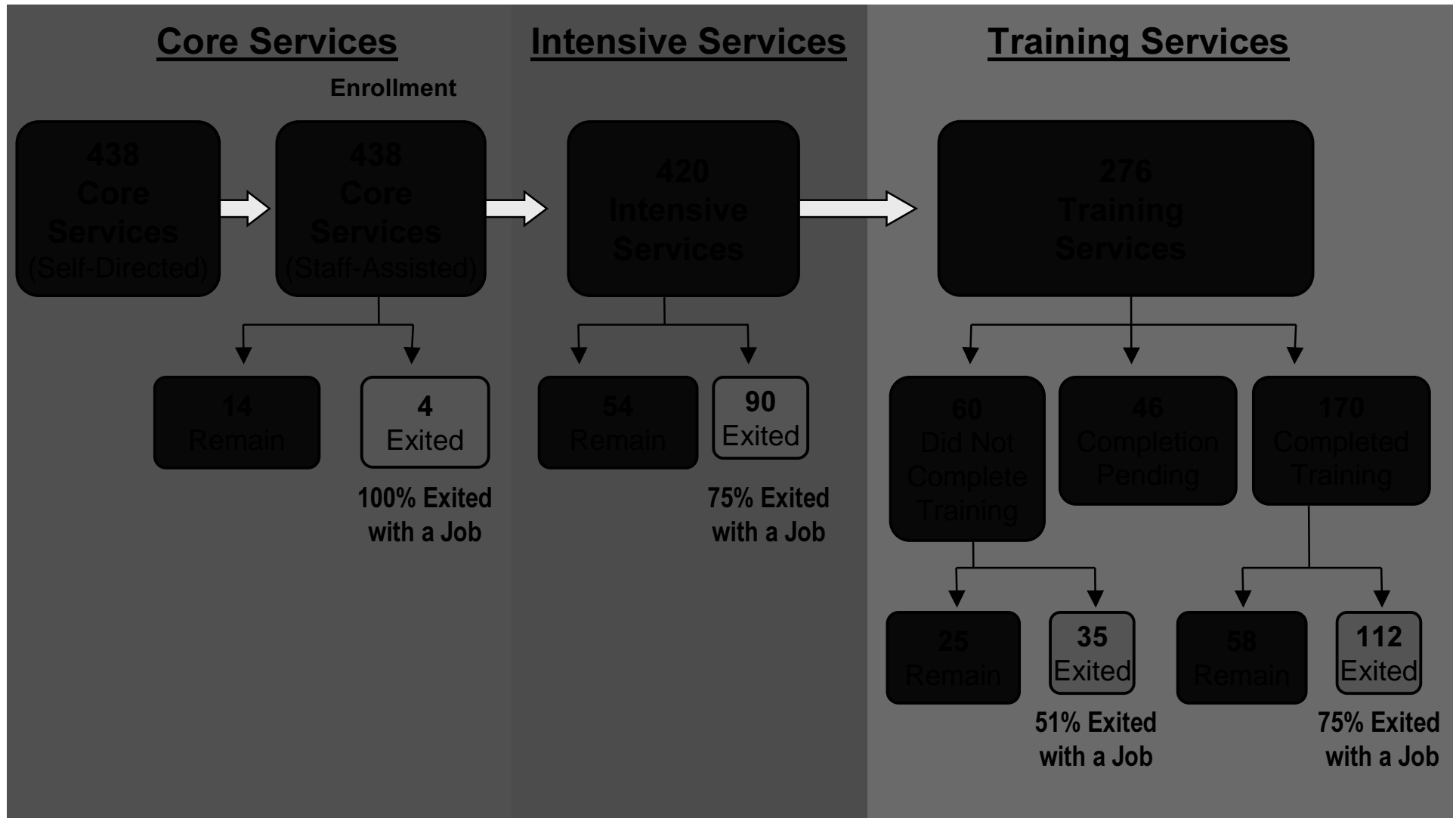
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In the 3rd Quarter after Enrolling in WIA, Dislocated Worker participants were earning . . .



Adult and Dislocated Worker Participants in the JLARC Sample

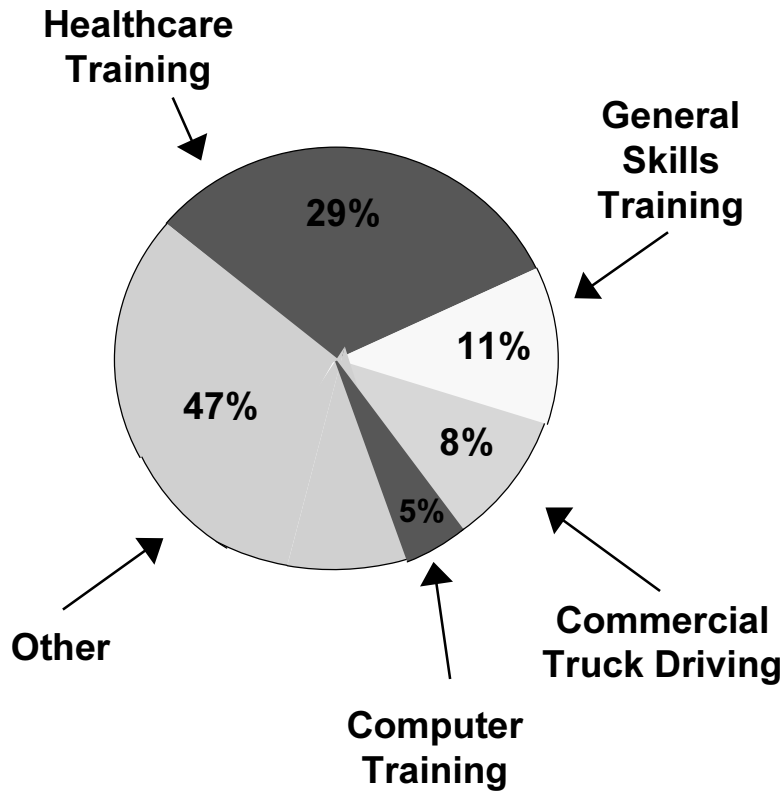
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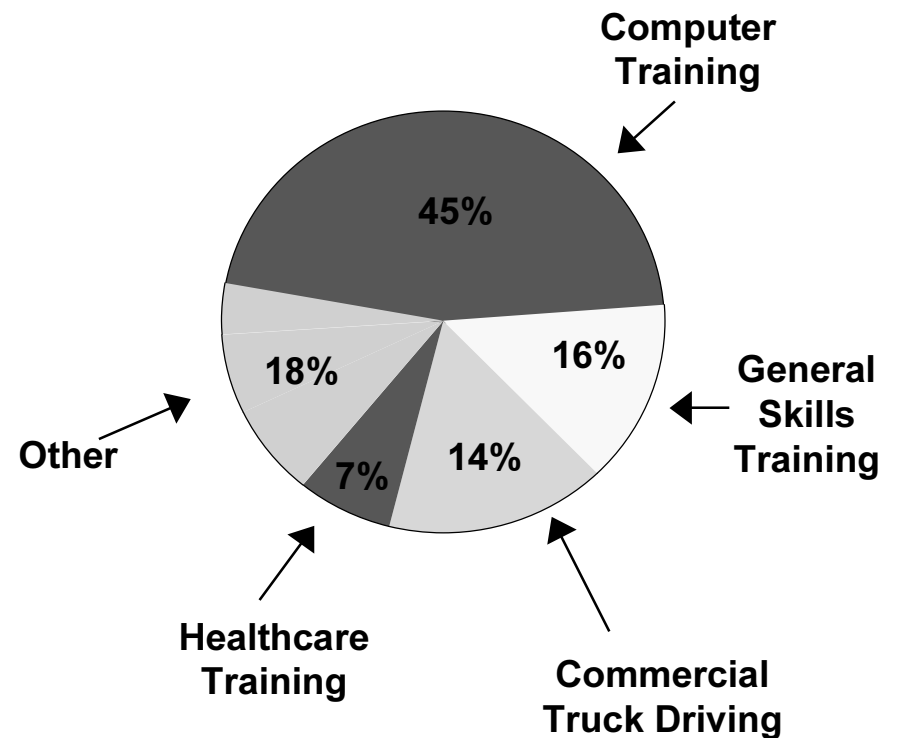
Type of Training Received

53

Adults
n=147



Dislocated Workers
n=129



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VEC As Lead Agency

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- As lead agency, the Virginia Employment Commission is required to complete eight activities mandated by the WIA legislation relating to the administration of the WIA programs and one-stop service delivery system.
- The VEC has successfully completed four of these activities and part of a fifth. However, two activities need improvement and one activity has not been initiated.
- The VEC is also required by the *Code of Virginia* to staff the Virginia Workforce Council (the Council).

Eight WIA Mandated Activities

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1. Maintaining a list of certified training providers 
2. Conducting performance evaluations at the State and local level 
3. Providing technical assistance to local areas that do not meet their negotiated performance measures 
4. Providing additional assistance to areas with high concentrations of eligible youth 
5. Assisting in the establishment and operation of a one-stop delivery system 
6. Providing incentive awards 
7. Operating a fiscal accountability system
Operating a data management system 

8. Administering a Rapid Response program 

Status of WIA Mandated Activities Related to WIA Program Administration

57

1. Maintaining a list of certified training providers



- VEC has not set minimum standards to re-certify providers.
- VEC does not monitor the process of re-certification completed by local workforce investment boards.

2. Conducting performance evaluations at the State and local level



3. Providing technical assistance to local areas that do not meet their negotiated performance measures



4. Providing additional assistance to areas with high concentrations of eligible youth



- Work has not been substantially initiated.
-

Recommendation

58

- **The Virginia Employment Commission should work with the Virginia Workforce Council to establish minimum standards that training providers must meet in order to be re-certified. The Virginia Employment Commission should also monitor the re-certification process conducted by the local workforce investment boards.**

Status of Mandated Activity Related to WIA System Oversight

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5. Assisting in the establishment and operation of a one-stop delivery system



- Local WIB directors generally rate VEC positively in terms of timeliness and responsiveness. However, over half of the local WIB directors rated the level of guidance provided by VEC as “unsatisfactory.”
 - Generally, VEC has taken a “hands-off” approach to system development and oversight, until recently.
 - As a result, VEC has failed to monitor local workforce investment boards beyond basic compliance with letter of the law.
 - In addition, VEC has yet to “charter” one-stop centers, as required by WIA legislation, or establish criteria that would signal a “successful” center.
-

Recommendations

60

- **The Virginia Employment Commission should work with the Virginia Workforce Council to establish measures to evaluate the performance of the local workforce investment boards.**
- **The Virginia Employment Commission should work with the Virginia Workforce Council to develop the criteria to evaluate one-stop centers.**

Status of Other WIA Mandated Activities

61

6. Providing incentive awards



7. Operating a fiscal accountability system

Operating a data management system



- A new data system, which is a collaborative effort with several other states and the U.S. Department of Labor, should be implemented in the spring of 2003.

8. Administering a Rapid Response program



- The Rapid Response program appears to be providing useful services to the citizens of Virginia facing a pending layoff.
 - However, little information is compiled regarding the services rendered and individuals served.
 - In addition, the reporting structure for the local coordinators providing services needs to be revisited.
-

Recommendations

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- **The State Dislocated Worker Unit should collect basic information on companies approached and services provided by the Rapid Response program in order to evaluate the performance of the program, suggest improvements, and report regularly to the Virginia Workforce Council.**
- **The Rapid Response regional coordinators should report to the Director of the Dislocated Worker Unit within the Workforce Investment Act Division of the Virginia Employment Commission.**

VEC as Staff to the Council

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- The *Code of Virginia* requires that VEC and VCCS staff the Council.
- During the past two years, the VEC has provided the substantial staff to the Council.
- However, VEC has not provided the Council with sufficient information to provide informed recommendations to the Governor.

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Problems with Current Governance

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- There is no State-level coordination of workforce training programs.
- There is a potential for duplication, as many programs have similar eligibility requirements and provide similar services.
- While the components of the one-stop service delivery systems are in place, a coordinated system as intended by WIA has not been realized.
- Local WIBs have had difficulty establishing the partnerships necessary to facilitate true seamless service due to a lack of authority and a lack of commitment from the State.
- Neither the VEC, nor any other existing State agency, has the authority to effectively facilitate a coordinated, statewide system of workforce training.

State-Level Agency Options

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Options	Benefits	Challenges
Option #1: Maintain the current structure	<ul style="list-style-type: none"> • Non-disruptive 	<ul style="list-style-type: none"> • Continued fragmentation and limited authority over programs
Option #2: Transfer administration of the WIA to another existing State agency	<ul style="list-style-type: none"> • WIA would be administered by a training-oriented agency 	<ul style="list-style-type: none"> • Continued fragmentation and limited authority over programs
Option #3: Require agency heads to meet regularly	<ul style="list-style-type: none"> • Facilitates discussion • Governor's directives result in action 	<ul style="list-style-type: none"> • Agency heads may still be reluctant to share resources
Option #4: Consolidate workforce training programs (and other VEC functions) within a new State agency	<ul style="list-style-type: none"> • Authority and accountability • Cost savings by streamlining services (no additional staff needed) • Coordination and easing of bureaucratic barriers 	<ul style="list-style-type: none"> • Disruption to the current system

Staffing the Virginia Workforce Council

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Options

Benefits

Challenges

Option #1: Assign staff of the new agency to staff the Virginia Workforce Council

- No additional staff costs

- Conflict of interest between the agency and the Council

Option #2: Assign independent staff to the Virginia Workforce Council

- No additional staff costs
- Separation of administration and oversight
- Staff Director reports to the Governor or the Secretary of Commerce and Trade

- Disruption to the current system

Proposed Roles and Responsibilities

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Council Staff Director

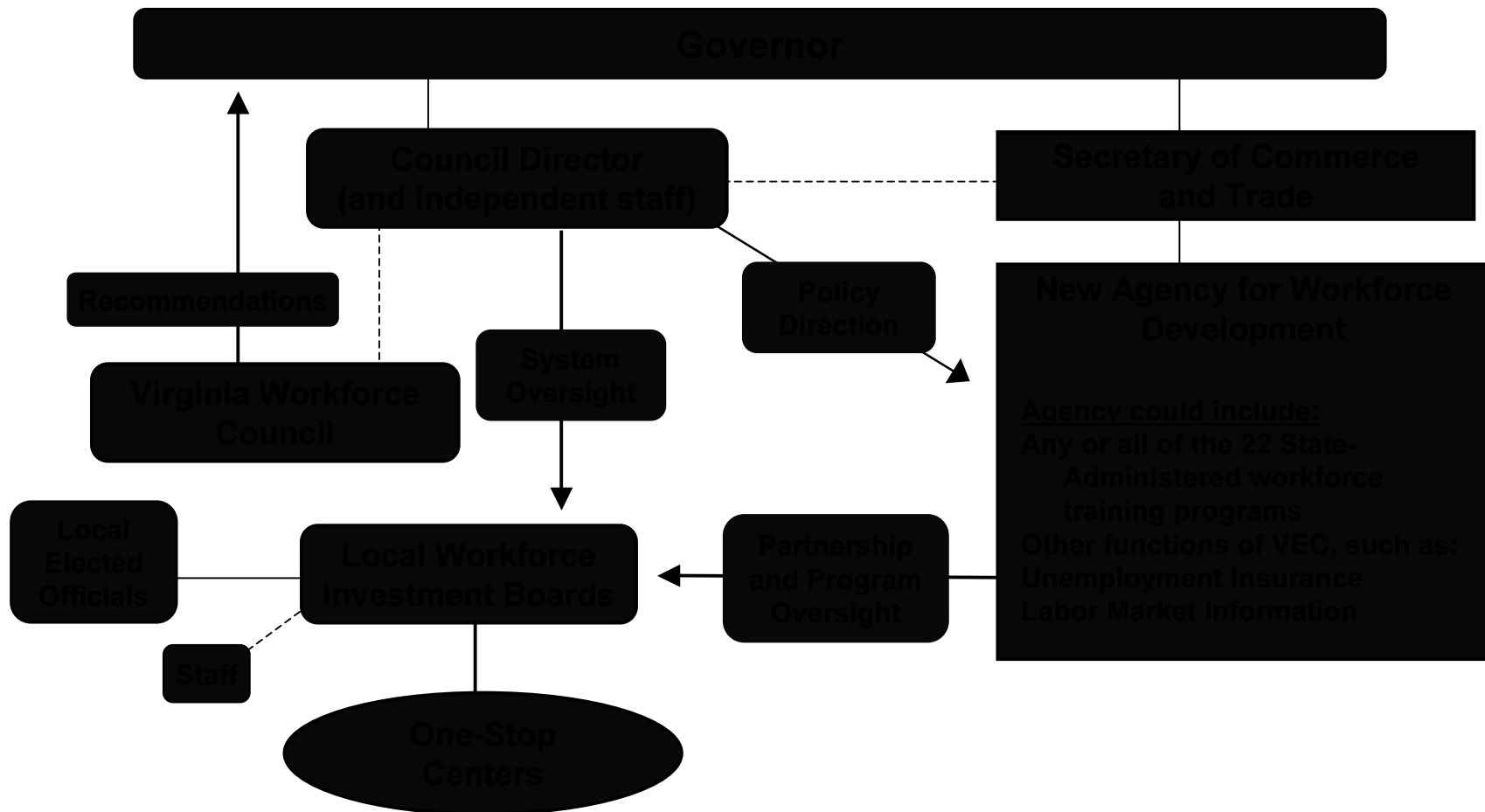
- Make recommendations to the Governor on WIA policy guidance for the State agency and local WIBs.
- Monitor and evaluate the overall performance of the one-stop service delivery system.
- Provide strategic planning for the State's system of workforce training.
- Act as the point of contact for the business community, localities, WIBs, and staff from other State agencies on policy issues such as:
 - Strategic planning
 - Economic development
 - Jurisdictional issues
 - Coordination of issues crossing agency/Secretarial boundaries

New State Agency Head

- Implement WIA policies recommended by the Council and approved by the Governor.
- Operate the one-stop service delivery system.
- Administer the workforce training programs within the agency.
- Act as the point of contact for citizens, employers, and WIBs on programmatic and operational issues such as:
 - Service delivery
 - Program management and administration
 - Issues related to specific programs administered by the agency

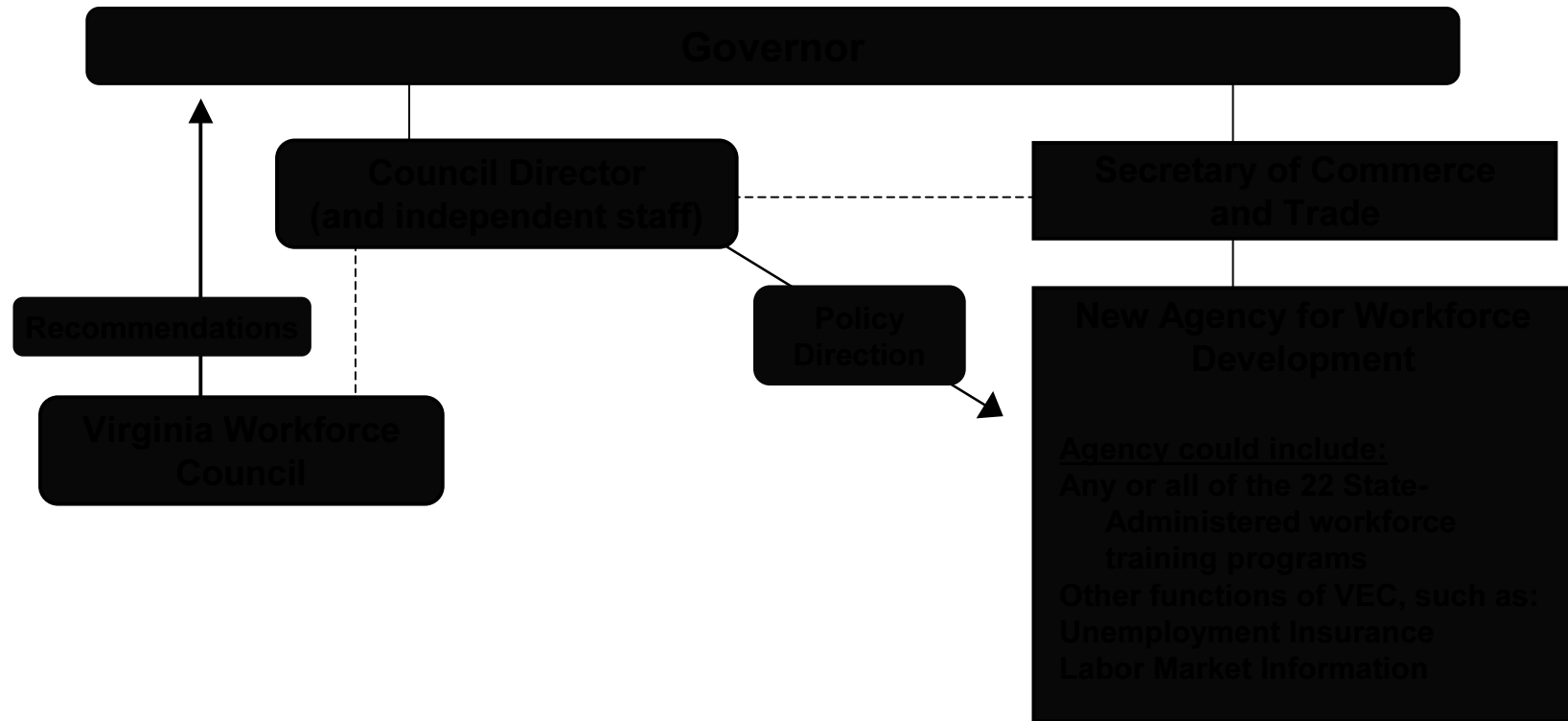
Proposed Governance Model

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Proposed Governance Model (State-Level)

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Recommendation

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- **The General Assembly should consider consolidating workforce training programs under a new State agency for workforce training and development. The new agency should assume the functions currently completed by the Virginia Employment Commission. The Secretary of Commerce and Trade should develop a plan for the consolidation into a single agency workforce training programs as well as other functions currently performed by the Virginia Employment Commission.**

Recommendation

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- **The General Assembly should consider establishing independent staff for the Virginia Workforce Council through the Governor's office, the office of the Secretary of Commerce and Trade, or a public-private partnership. The director of the Virginia Workforce Council should be designated the lead for workforce training in Virginia.**

Presentation Outline

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- ☐ Study Overview and Summary of Findings
- ☐ Background on the Workforce Investment Act (WIA)
- ☐ State Organization and Funding of Workforce Training Programs
- ☐ Local Implementation of One-Stop Service Delivery Systems
- ☐ Local Implementation and Performance of the WIA Programs
- ☐ Administration of the WIA by the Virginia Employment Commission
- ☐ State Governance of the Workforce Investment Act
- ☒ Conclusion

Conclusion

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- **Virginia currently lacks a coordinated, seamless system of workforce training, and is therefore not meeting the intent of the Workforce Investment Act.**
- **There is a potential for duplication among multiple programs.**
- **Therefore, Virginia should consider adopting the proposed model of State governance to administer workforce training programs to support a quality workforce and sustained economic development.**